



UNITED STATES DEPARTMENT OF COMMERCE
Economics and Statistics Administration
U.S. Census Bureau
Office of the Director
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MEMORANDUM FOR: Ditas Katague
Chair
National Advisory Committee on Racial,
Ethnic and Other Populations

From: Ron S. Jarmin *RV*
Performing the Non-Exclusive Functions
and Duties of the Director
U.S. Census Bureau

Subject: U.S. Census Bureau Responses to National Advisory Committee
on Racial, Ethnic and Other Populations 2017 Fall Meeting
Recommendations

The U.S. Census Bureau thanks the National Advisory Committee on Racial, Ethnic and Other Populations for its recommendations. We are responding to the committee recommendations submitted during the meeting on November 2-3, 2017.

Your expert advice is critical to identifying new strategies for improved census operations and survey and data collection methods, including determining cost-efficient ways to increase census participation.

Attachment

Section I: Integrated Partnership and Communications Working Group

Draft IPC Plan recommendations

- 1. Overarching recommendation:** Future iterations of the IPC Plan should invert focus – concentrating first on the hardest to reach, with a secondary focus on the “majority” population. [i.e., see p. 81-82]

Explanation: The demographics of the country have changed significantly over the last decade and continue to change. The country is more diverse, more multiracial, with, for example, larger income disparities and more housing instability. A focus on the historical majority is not a sufficient long-term solution. Inverting focus to center work on historically undercounted groups is the most effective and efficient way to anticipate these demographic changes. Moreover, creating messaging that effectively reaches hard to count populations won't undermine the Bureau's efforts to reach the “majority” population; while focusing on messages that work best for the “majority” will undermine the Bureau's ability to reach hard to count populations.

- For example, in the approach to partnerships, continue to center HTC groups, add groups like young children, LGBTQ people, people experiencing homelessness and people who are experiencing housing instability, formerly incarcerated people, and Middle Eastern/North African people. [see p. 93-95]
- As another example, when creating evaluation metrics for communications and partnerships, prioritize HTC people.

Census Bureau Response:

This recommendation is being taken into account as version 2.0 of the communication plan is being updated. Once the 2020 Census Barriers, Attitudes, and Motivators Survey (CBAMS) research is completed, we will be able to better develop and expand upon the communication needs of individuals and populations that we anticipate to be hard to reach in the 2020 Census. In terms of the evaluation metrics, this recommendation will be taken into consideration as the IPC evaluation metrics are being finalized.

CBAMS:

2. **Recommendation:** Reconsider CBAMS qualitative research components to create a more balanced picture of geographic (esp. urban, suburban, and rural), ethnic, HTC, and language diversity of people not captured by CBAMS quantitative research. Take particular care to reach people with elevated concerns given current political climate. The following groups are examples of communities that are likely not to be reached by the CBAMS quantitative research, but are underrepresented in the currently planned CBAMS qualitative research: [throughout]

- a. AAPI and Latino English speakers outside of cities
- b. People who are undocumented
- c. Alaska Native and American Indian people in rural and tribal areas
- d. Arabic and Farsi speakers
- e. Asian American and Pacific Islander and Latino non-English speakers outside of cities, including in Colonias

Census Bureau Response:

The CBAMS focus groups were chosen after careful consultation with the communications contract subcontractors and consideration of the current budget allocated for communications. The majority of the focus groups will occur in locations with large population centers allowing access to a more diverse pool of potential participants. The Census Bureau will go to smaller communities to ensure the maximum number of populations are included in future rounds of creative testing. For Arabic and Farsi speakers, the focus groups will be conducted in English, but the Census Bureau will recruit individuals who speak English as a second language to get perspective from Arabic speakers. Because of the small population of Farsi speakers, it is unlikely the Census Bureau will get enough Farsi speakers to analyze results. This group will be considered in future rounds of creative testing. In addition, we plan to conduct Arabic language creative testing.

For reference, the finalized locations for the CBAMS focus groups are in table 1 below:

Table 1: Proposed Focus Group Locations

Location	Audiences (Groups)
Albuquerque, NM	AIAN (2 groups), low internet proficiency (2 groups)
Anchorage, AK	AIAN (2 groups)
Bristol, TN	Rural (2 groups)
Cayey, PR	Puerto Rican residents (2 groups)
Chicago, IL	Young and mobile (2 groups)
Detroit, MI	MENA (2 groups), Black/African American (2 groups)

Honolulu, HI	NHPI (2 groups)
Houston, TX	Vietnamese language (2 groups), Spanish language (2 groups, primarily Mexican and Central Am.)
Los Angeles, CA	NHPI (2 groups), Chinese language (2 groups), MENA (2 groups), Spanish language (1 group, primarily urban Mexican and Central Am.)
Memphis, TN	Low internet proficiency (2 groups)
Montgomery, AL	Black/African American (2 groups)
New York, NY	Spanish language (1 group, primarily Caribbean and South Am. focused), Vietnamese language (2 groups), Chinese language (2 groups)
Rapid City, SD	AIAN (2 groups)
San Juan, PR	Puerto Rican residents (2 groups)

3. **Recommendation:** In addition to planned Puerto Rico focus groups, as soon as conditions permit, conduct focus groups in places experiencing natural disasters, like Puerto Rico and Northern California, to help capture what barriers, attitudes, and motivators are present for communities experiencing instability (i.e., housing instability, climate-related instability). [throughout]

Census Bureau Response:

Focus groups will be conducted in Puerto Rico, Houston, and Los Angeles areas that have populations experiencing the aftermath of natural disasters. To adequately capture their experiences, the Census Bureau has added language to the discussion guide to explore how people relate to the federal government after experiencing a natural disaster and how it would change their responses to the 2020 Census.

4. **Recommendation:** Following the quantitative and qualitative segments of the CBAMS survey, the Bureau should conduct a number of focus groups that take a deeper dive on the barriers, attitudes, and motivators uncovered during the CBAMS study.

Census Bureau Response:

Because of timing and budget constraints, the Census Bureau will not be able to do further rounds of CBAMS research. Instead, the Census Bureau will move directly into the creation and testing of the creative content.

IPC Plan Focus:

5. **Recommendation:** The undercount of young children must be a through-line in the IPC plan, with specific and explicit plans and targets to address this undercount in every

component of the plan. [throughout] *Please see Section II for recommendations from Undercount of Young Children Working Group.*

Census Bureau Response:

The Census Bureau sees the undercount of young children as critical (see Section II Number 1 response as well). Thus far, the Census Bureau has leveraged input from groups like the Children's Leadership Council (CLC) and others. Based on CLC's recommendation, the Census Bureau included a CBAMS question to better understand the motivations and barriers around counting of young children. The Census Bureau plans to develop the appropriate messages to relevant audiences about the census and the importance of including young children in their responses.

As part of our actual implementation of the communications plan, the Census Bureau envisions a detailed set of tactics and strategies to reach those potential participants in the census who have young children in their homes and for many other groups/audiences.

The intention of the overarching plan for the 2020 Census was to serve as a high-level plan outlining the broad goals of the IPC. The Census Bureau did not envision developing detailed sub-plans across all audience segments. The Census Bureau looks forward to working with the NAC and other stakeholders to identify and employ effective methods of avoiding an undercount of young children.

6. **Recommendation:** Similarly, the IPC plan should more clearly address how it plans to reach people experiencing housing instability. [throughout]

Census Bureau Response:

The Census Bureau understands this to be an important risk factor in nonresponse. There is considerable experience across Team Young and Rubicam (Y&R) engaging individuals who are experiencing housing instability. The Census Bureau will keep this NAC guidance in mind for future iterations and outreach considerations.

Funding/budget:

7. **Recommendation:** In the event of inadequate funding for communications research, consider reducing reliance on "online discussion communities" in order to reserve funds for focus groups and conversations with HTC groups. [see p. 64]

8. **Recommendation:** Provide compensation for translation services that the Census Bureau is unable to complete on its own behalf. [see p. 77]
9. **Recommendation:** Prioritize the language component of IPC activities; if there is inadequate funding, language support should not be reduced.
10. **Recommendation:** In evaluating media strategies, including evaluation of media outlets, prioritize reach to HTC populations rather than evaluating total quantity of reach. [see p. 49]

Census Bureau Response (for recommendations 7 – 10):

The Census Bureau will work with our communications contractor Y&R to evaluate media strategies and outlets in order to prioritize reach to HTC populations rather than evaluating total quantity of reach. This work will begin in Fiscal Year 2019. All these decisions will be based on research currently being conducted as part of CBAMS.

Recruiting:

11. **Recommendation:** Institute hiring criteria for partnership specialists and enumerators that prioritizes relevant skills and experiences, such as language abilities and being from the community, over arbitrary, irrelevant factors that tend to exclude racial, ethnic, and language minorities. The NAC will provide further advice in the future. [see p. 173-182]

Census Bureau Response:

The overarching strategy for hiring both partnership and field staff (e.g., enumerators) is local hiring so that employees will work where they live. The Census Bureau also uses something called a *selective factor*, such as the ability to speak a specific language, as part of the selection and hiring criteria. For example, if the ability to speak Spanish was entered as a *selective factor* for hiring, only applicants who indicated that they have the ability to speak Spanish would appear on that particular hiring selection list for that specific language request.

12. **Recommendation:** Selective reliance on referrals from 2010 Census enumerators to reflect the diversity needed. The NAC will provide future advice on best practices. [see p. 176]

Census Bureau Response:

The Census Bureau looks forward to reviewing the advice on best practices that the NAC will provide. It should be noted that previous census experience is not used as a factor when making hiring selections. Additionally, as mentioned above,

the Census Bureau follows the overarching strategy of hiring local staff to work in the communities where they live.

Confidentiality

- 13. Recommendation:** The NAC recommends that, whenever it is appropriate, that the Census Bureau use enumerators from the Native village, reservation, or Tribal Area being surveyed, with an emphasis on enumerators who are bilingual in English and the Native language in that area.

Census Bureau Response:

As clarified above, when selecting field staff, the overall policy is to hire people to work in the communities in which they live. This includes reservations and tribal areas. The Census Bureau also uses something called a *selective factor*, such as the ability to speak a specific language, as part of the selection and hiring criteria. For example, if the ability to speak a particular native language was entered as a *selective factor* for hiring, only applicants who indicated that they have the ability to speak that particular native language would appear on the hiring selection list for that specific language request.

Integrated Partnership

- 14. Recommendation:** The NAC recommends that the Census Bureau expand its integrated partnership program to identify outreach, publicity, education, and language assistance that may be provided by private or corporate or foundation partners in collaboration with and to complement the Bureau's efforts.

Census Bureau Response:

The Census Bureau concurs with this recommendation. The Community Partnership and Engagement Program will continue working with regional and local partners that may provide language assistance, education, and outreach for the 2020 Census.

The Census Bureau is currently developing an Enterprise Partnership Program by employing Open Innovation strategies and evidence-based approaches to harnessing the strengths of partners, networks, and supporters to increase awareness and participation in the 2020 Census. Expanding the current integrated partnership plan is a critical new change for the 2020 Partnership Program, based on lessons learned from the 2010 Census and the necessity for tighter coordination for efficacy and cost savings.

Aligned with the Census Bureau's Strategic Plan, the Open Innovation paradigm can be thought of as the systematic encouragement and exploration of a wide range of internal and external sources for innovation opportunities. Instead of prescribing to partners exactly what to do, the Census Bureau will design solutions together, enabling us to tap into partners' expertise about their communities, industries, and issue areas. The Census Bureau will also employ strategies to encourage partners to forge cross-sector collaborations with one another so that they can lend complementary resources, assets, skills, and expertise areas to Census Bureau activities, providing increased support in areas of outreach and awareness, education, and language assistance.

Additional Questions:

15. Recommendation: Provide the NAC with more information about:

- How the IPC plan will be "scaled down" in the event of inadequate funding. [see p. 8]
- Relatedly, how will the Census Bureau prioritize its IPC activities? By audience? By activity group? [throughout]

Census Bureau Response:

The Census Bureau has accelerated hiring for the partnership program from FY19 to FY18. In addition, pending approved funding, the Census Bureau plans to assign additional resources for the ICC to allow TYR to move planning efforts for several campaign elements into FY18, that were originally scheduled to begin in FY19. This includes earlier planning for support to the partnership program (NPP and CPEP), Statistics In Schools, campaign optimization and media planning, as well as conducting a creative workshop for planning in FY18 and establishment of a creative platform in FY19.

- **Recommendation:** How will the timeline for the partnership and communications activities be impacted in the event of inadequate funding? [see p. 50]

Census Bureau Response:

It is not anticipated that Team Y&R will be involved in partnership efforts until October 2018 because of limited funding in FY 2018. However, the Census Bureau has 41 Partnership Specialists who have been in place across the country since January 2017. Additionally, the Census Bureau has an employee team that is currently exploring low-cost partnership opportunities and brainstorming with interested partners to find ways to spread the word to various audiences in a limited funding environment. The Census Bureau also is putting in place a team to build partnerships with national organizations and major corporations.

- **Recommendation:** The “tiered approach” concept of the Partnerships plan. [see p. 14]

Census Bureau Response:

During fiscal year 2017, the Census Bureau and Team Y&R began efforts to more fully flesh out the tiered approach. Team Y&R developed a robust point-of-view that identified four key categories of partners (keystone partners, national partners, national supporters, and national network), and considered their likely and/or required characteristics.

This work is still in the process of Census Bureau review prior to approval. As such, it is not yet ready for dissemination.

- **Recommendation:** The specific definition of “Hard to Count” groups for the purposes of market segmentation. [throughout]

Census Bureau Response:

For the purposes of market segmentation, the Census Bureau is focusing on those groups whose populations over-index for low response (combined with demographics and CBAMS mindsets) and not on a strict “hard to count” definition. The Census Bureau uses “hard to count” as an organizing principle based on the work done by Roger Tourangeau, et al. (Tourangeau, R., Edwards, B., Johnson, T. P., Wolter, K. M., & Bates, N. [2014]. Hard-to-survey populations. Cambridge: Cambridge University Press.)

- **Recommendation:** The Partnership Experience Platform (PxP). [throughout]
- **Recommendation:** The partnership guidebook, including what languages the guidebook will be translated into. [see p. 98]

Census Bureau Response (both the above):

The partnership guidebook is intended to give potential partners a basic understanding of what they may do to reach and motivate their populations. It will include examples of successful tactics used in the past for various audiences and new ideas for promoting a digital census. The breadth of the guidebook, including the number of languages in which it will be made available, cannot be determined until more information about funding is available. However, given

the importance of partners in reaching hard-to-count populations, particularly those who may be recent immigrants and/or not prefer to communicate in English, the Census Bureau places a high value on making it easy to reach and engage partners in numerous languages.

- **Recommendation:** The metrics that will be used in evaluating the efficacy of the IPC work. [see p. 78]
- **Recommendation:** How funding is being allocated among subcontractors. [general]

Census Bureau Response (both the above):

Funds are allocated in accordance with federal guidelines, the scope of work, and the task orders that are activated. For FY2018, the task orders are planned for research, modeling, and segmentation, strategic planning and recruiting. During FY2017, all Team Y&R partners received some level of funding.

- **Recommendation:** Census Bureau settled a case in 2015 about hiring of staff for 2010 Census where use of criminal background checks was shown to have a discriminatory impact on people of color. The IPC plan references a background check in its section on recruitment.
 - Can we get a copy of the Settlement Agreement?
 - Data on applicants, results of criminal background check

Census Bureau Response:

The settlement in *Gonzalez v. Pritzker*, 10-cv-3105 (FM), was reached on April 8, 2016 and filed with the U.S. District Court for the Southern District of New York on April 19, 2016. The Plaintiffs' class action website contains a complete copy of the settlement agreement at

<https://www.censusdiscriminationlawsuit.com/sites/default/files/documents/census-settlement-agreement.pdf>

The Census Bureau does not maintain data and/or the results of the criminal background checks for 2010 applicants.

- **Recommendation:** How will background checks be used for recruitment as envisioned by IPC plan?

Census Bureau Response:

Applicants for field staff positions (enumerators and their supervisors) will be fingerprinted as part of their background check. For the 2020 Census, applicants are being provided with a 60-day window between the start of the selections and fingerprinting for a particular position and the start of hiring and training. This process was developed for the 2020 Census in an effort to allow sufficient time to clear up discrepancies that may appear on an applicant's records and the start of their employment with the Census Bureau. It should also be noted that in a further effort to streamline the background check process, a policy of *fingerprinting only* has recently gone into effect for field staff working on both the 2018 End-to-End Census Test for peak operations and for the 2020 Census, thus eliminating the need for credit checks and the collection of some additional paperwork.

Section II: Undercount of Young Children Working Group

1. **Recommendation:** Develop, test, and employ, communications messages specifically on the importance of counting all young children, both as:
 - a. Part of the overall communications campaign (leading with getting kids counted) for overall census completion; and
 - b. Targeted messaging for use with organizations with particular contact with young children and their families and in high undercount geographies.
 - c. Understand the complexity of families requires appropriate language; i.e.: adopted, non-biological parents, gay parents, etc. and develop appropriate communications to households, to ensure that children are counted in all households in which they are residing April 1. Ask communication contractor about their plans.

Census Bureau Response:

Team Y&R agrees with the importance of communications in mitigating the possibility of having an undercount of young children. As described above (in question 5), the Census Bureau has leveraged input from groups like the Children's Leadership Council (CLC) and others. Based on CLC's recommendation, the Census Bureau included a CBAMS question to better understand the motivations and barriers around counting young children. The plan is to develop the appropriate messages to educate relevant audiences about the census and the importance of including young children in their responses. While specific plans for various aspects of the communication are yet to be determined, the Census Bureau envisions reaching adults living with young children through a variety of measures. For example, partnerships with hospitals, other medical offices, and day care centers can help educate young

parents/guardians about the census at a time when they are also thinking in terms of the youngest members of their households. Expanding the Statistics in Schools program to reach preschool-aged children provides an opportunity to send promotional materials home with the young students. Targeted advertising to parents/guardians/grandparents/others living in a home with young children can stress that they should be counted and encourage census participants to think fully through the question as to who is staying in their homes on April 1.

2. **Recommendation:** Develop partnerships with federal organizations and agencies with particular contact with young children and their families (Health and Human Services and ACF, WIC, Early Head Start/Head Start, child care resource and referral, federal qualified health centers, maternal and child health centers, MIECHV, children welfare/foster care IV-b and IV-e programs, community action agencies, public housing authorities) to develop specific communications and resource materials for use in local offices and with grantees.
3. **Recommendation:** Develop partnerships with associations of child-serving and child advocacy organizations, hospitals and other healthcare professionals and social service agencies, group homes, and other temporary living situations, to promote census effort to count all children, consistent with the bandwidth and resources those associations and their members have to take on such roles.

Census Bureau Response (for recommendations 2-3):

For the 2020 Census, the Census Bureau will have an opportunity to engage in important relationships with numerous national and federal organizations representing a host of industries, sectors, and interests, with reach across various programs that impact the hard-to-count sectors. The undercount of children under the age of 5 is most prevalent.

From May through November 2017, the Census Bureau held innovation workshops and participated at conferences that included partner engagement with organizations with a national reach that provide a diverse mix of institutional structures, particularly focusing on the child undercount. Conferences and workshops included nonprofit organizations, university/research centers, foundations, and federal/local government agencies.

By combining new and innovative techniques with tried and true methods in establishing partnerships with organizations that focus on young children and their families, including, but not limited to, federal, state and local agency

partners, the Census Bureau will be able to promote messaging and education to effectively minimize the undercount in this group.

4. **Recommendation:** As part of Census outreach to States, Census should recommend to States the creation of a “point of contact” for improving the undercount of young children.

Census Bureau Response:

The Census Bureau appreciates and accepts this recommendation.

5. **Recommendation:** There is an historic undercount of young children, thus the Census Bureau should encourage the Census Complete Count Committees to reach out and include representatives from groups that represent the interests of young children.

Census Bureau Response:

The Census Bureau accepts this recommendation and will encourage Complete Count Committees to include representatives from groups that represent the interests of young children.

6. **Recommendation:** The 2020 Census Operational Plan should incorporate a focus on the full count of young children in all aspects. (i.e. Develop training modules for census enumerators specifically on promoting the full count of young children).

Census Bureau Response:

The 2020 Census Operational Plan covers all of the 35 operations for the 2020 Census. Many of these operations have sub-operations or various components that are covered under their scope. The detailed operational plans cover topics like the undercount of children at a more granular level than what can be covered in the high-level operation plan. The NRFU Detailed Operational Plan is one example of how they will include information about changes to their design to include information to help with the undercount of children.

7. **Recommendation:** It is recommended that the Work Group on the Undercount of Young Children be continued through FY 2019. This will allow the Work Group to continue to advise and track the progress of research to further delineate the causes and solutions for the undercount of young children. In addition, the Work Group will be able to advise and track the various communications strategies as per the undercount through the critical period leading up to the actual 2020 Census.

Census Bureau Response:

The Census Bureau accepts the recommendation to continue the working group, but requests that the working group focus on activities related to partnerships and to the second working group deliverable, which deserves more attention. As outlined in the second working group deliverable, the Census Bureau would appreciate that the working group provide recommendations on effective ways to communicate to groups with a higher incidence of undercounted children that are based on literature and best practices. The Census Bureau would benefit specifically from the working group's advice on how to turn the research results on the undercount of young children into tangible and accessible materials and messages for partnership and outreach efforts.

Section III: 2018 End-to-End Census Test: Non-Response Follow-Up (NRFU) / Administrative Records / 2018 End-to-End Census Test: Address Canvassing

2018 End to End Test

1. **Recommendation:** Recommend adding outside validation for proxy cases. Current plans are to include them in the reinterview sample, however, this only provides validation on the interviewer work. The actual proxy response is currently not checked for accuracy, e.g. against ARs.

Census Bureau Response:

The Census Bureau thanks you for your recommendation about trying to validate proxy responses in the 2018 End-to-End Census Test. By design, proxy enumeration will only occur for cases for which the Census Bureau does not have high-quality administrative records data. Cases for which the Census Bureau has high-confidence administrative records data will receive one field visit and do not attempt a proxy enumeration. For the NRFU cases that do end up being enumerated by a proxy response, the administrative record information would be lower quality, so there would be limited usefulness of attempting a validation with administrative records data.

2. **Recommendation:** Consider adding some (least costly) aspects of communications strategy to disseminate need to complete 2018 Test online. This will allow better testing of systems if higher proportion completes electronically. It will not be enough to count of the local elected officials and community leaders to make up for the lack of a CB effort.

Census Bureau Response:

The Census Bureau agrees this information would be beneficial and did provide basic levels of communication support during the 2018 Test. While advertising

and communication support for Team Y&R was out of scope for the 2018 End-to-End Census Test, the Census Bureau did complete the following communications and partnership related items (at similar levels to previous Census Tests) in the Providence, Rhode Island, test area:

- Over 100 media activities, including interviews, media pitching, providing background and social media posts.
- Nearly 500 media stories that mention Providence or the 2018 End-to-End Census Test
- Over 1,300 partner meetings since September 2017 that focused on recruiting census takers
- Nearly 300 partner commitments to get out the word about the 2018 End-to-End Census Test, why it is important to participate and what jobs are available as part of the test. These trusted voices reach thousands of members of the public with Census messaging and information.
- Recruiting activities led to partnerships with 44 churches, associations, schools and hospitals that served as testing sites for potential applicants.
- Supported the Mayor's efforts to form a Complete Count Committee with 44 community organizations, foundations, academic institutions, and government entities.
- Conducted a Census Solutions Workshop in Providence which drew 41 partners and 43 commitments.

3. **Recommendation:** Recommend that CB evaluate and report back on whether failing to advertise and failure to include specific hard-to-count populations would have no appreciable effect on systems' functioning and integration.

Census Bureau Response:

The Census Bureau agrees this information would be beneficial; however, because communications is out of scope for the 2018 End-to-End Census Test, the Census Bureau is unable to perform this evaluation or reporting.

4. **Recommendation:** Find positive ways to candidly inform interviewer job candidates (in materials or information sessions) about how close the monitoring will be and how specified their job will be without much autonomy.

Census Bureau Response:

As candidates are selected, administrative staff from the area census office calls each candidate and "interviews" the selected candidate for the job by reading and checking off important information in the job *Selection Guides*. For example:

- General description of the job

- Hours each week that the applicant is expected to work
- Days of the week that the applicant will be expected to work
- Pay and reimbursable items
- Fingerprinting
- The type of interview questions they will be asking respondents
- Training requirements
- Language capabilities
- Equipment that they will use and to which they will need access

During training, attendees will receive additional information regarding monitoring, supervision, and the specifics of how these things relate to conducting the operation. This includes the different tasks on which they will be monitored, the frequency of monitoring, and the role of their supervisors in monitoring their activities and productivity.

5. **Recommendation:** Evaluate how retention of staff and recruitment of staff with prior decade experience is impacted by close electronic monitoring of interviewer paths and schedule.

Census Bureau Response:

Although previous census experience is not used as a factor in hiring selections, this information is collected on the application. The Census Bureau may be able to create a report that shows how many people worked for us previously and for how long. The Census Bureau can work more closely with the NAC regarding this question in order to better understand what the NAC is suggesting that the Census Bureau evaluate.

Address Canvassing

6. **Recommendation:** Quality Control sample should be selected after stratifying by canvasser to assure all canvassers are quality controlled in significant percentage of the cases.

Census Bureau Response:

The 2018 address canvassing quality assurance plan checks every canvasser's work, although it does not necessarily result in sending a Basic Collection Unit (BCU) for every canvasser back to the field for a quality check. The quality of the canvassers' work is assured through two main avenues:

1. Every canvasser is subject to alerts generated by the control system for various production characteristics. For example, if a canvasser is completing BCUs at a much higher rate than his or her peers, that canvasser will be flagged

for attention by the supervisor. (The full list of alerts is available in the 2018 End-to-End Census Test In-Field Address Canvassing Quality Assurance Plan, Attachment B.) The alerts allow the supervisor to be aware of potential issues with a canvasser's work more quickly than would be the case if we relied solely on a field quality check, and the supervisor can follow up with the canvasser immediately.

2. Every completed BCU is automatically reviewed for indications that the BCU has certain types of addresses that may be more challenging or error-prone or indications that the canvasser may not be following procedures. The more indicators a BCU receives, the more likely it needs to be checked in the field. The sampling plan increases the likelihood that a BCU with more indicators will be selected for quality control. By checking each BCU in this way, every production canvasser is checked.

For 2018, the BCUs were subjected to seven characteristic checks. If the BCU had the characteristic, then a certain number of points was assessed. Based on the cumulative number of points over all checks, the BCU was assigned to one of three sampling strata: high, medium, and low. (See page 4 of the 2018 End-To-End Census Test In-Field Address Canvassing Quality Assurance Plan for specifics on the checks, points assessed per check, and number of points that define the sampling strata.) All BCUs in the high stratum were selected for the QC sample; 10 percent of the BCUs in the moderate stratum were selected; and 5 percent of the low stratum were selected.

Note: The Quality Assurance Plan for In-Field Address Canvassing is attached for reference.

7. **Recommendation:** Evaluate and report back to NAC on the success of identifying non-traditional housing units by the address canvassing process.

Census Bureau Response:

The Census Bureau does not categorize addresses or housing units in the Master Address File (MAF) as "nontraditional" or "hidden," nor do these terms appear in any of the address sources used to update the MAF on a regular basis.

Note: Additional information on nontraditional housing units is attached for reference.

AR Research and Planning

8. **Recommendation:** The NAC would like a report back at the Spring 2018 NAC meeting on how imputation and administrative records will be used to provided information from non-responding households in NRFU.

Census Bureau Response:

The Census Bureau would be happy to provide more information at the Spring 2018 National Advisory Committee meeting about how administrative records and third-party information are being used in the assignment of demographic characteristics for administrative record enumeration and characteristic imputation.

9. **Recommendation:** The NAC strongly urges AR be used as a last resort for a non-responding household after NRFU attempts.

Census Bureau Response:

The Census Bureau only uses administrative records as a last resort for a non-responding household. A household is able to provide its census response using the internet, mailing back a paper questionnaire, or dialing the Census Questionnaire Assistance number at any point during the Non-Response Follow-Up (NRFU) period. In addition to conducting at least one field visit with all non-responding households, enumerators will leave a Notice of Visit that reminds the household of the additional response modes. Lastly, the Census Bureau will continue to send the final reminder mailing about one week after the field visit to encourage the household to provide its information. If, after all of these efforts, a household still has not responded, then administrative records data will be used to enumerate the household only if we have high-quality administrative records data for that household. Otherwise, the Census Bureau will continue to make field visits to attempt to enumerate the household. This approach allows the Census Bureau to focus its field visits on addresses in harder-to-count areas.

Section IV: Respondent Confidentiality Concerns and Possible Effects on Response Rates and Data Quality for the 2020 Census / Update on 2020 Census

Respondent Confidentiality

1. **Recommendation:** The NAC recommends additional qualitative research including focus groups targeted at understanding the confidentiality concerns related to recent issues such as immigration status, religious bans and other issues. The research should

focus on both causation and solution (what would motivate the respondents to feel comfortable with responding).

Census Bureau Response:

The Census Bureau accepts this recommendation.

We agree that additional research is necessary. Subject to the availability of funding the Center for Survey Measurement (CSM) proposes focus groups and interviews targeting various groups of participants. These groups include: 1) first and second generation immigrants from various regions; 2) trusted messengers; 3) cultural experts; and 4) census interviewers and field supervisors.

This project would primarily accomplish three goals: 1) inform the design of a segmented messaging plan separately targeting the general public and trusted messengers; 2) inform the design of field staff support documents and training materials related to issues of immigration; and 3) test these messages and training materials with respondents and census interviewers.

Research with immigrant groups, cultural experts and trusted messengers would inform the design of a segmented messaging plan and begin to build relationships with stakeholder organizations who are also creating communications outreach (NAC Fall 2017 Recommendations Section IV, Items 3 and 9). Research with field staff addresses recommendations concerning field staff training around issues of immigration (NAC Fall 2017 Recommendations Section IV, Item 10). CSM is currently testing messages about how data is kept confidential and will not be used to harm people in any way. The results of this testing can be leveraged to develop tools and resources to communicate data security and privacy in clear and simple terms to the general public (NAC Fall 2017 Recommendations Section IV, Items 3, 5, and 7).

The need for continued systematic research into these issues is critical as the dates for finalizing messaging and materials for the 2020 Census rapidly approach. This preliminary proposal will require additional resources that are not yet committed. We would benefit from further feedback on research plans and priorities as we work to secure funds for this critical research.

2. **Recommendation:** The NAC recommends setting up a meeting with US Secretary of Commerce Wilbur Ross and Undersecretary Karen Dunn Kelley to discuss the crisis, its causes and to develop effective and credible plans and strategies to address it.

Census Bureau Response:

The Census Bureau appreciates NAC's focus on respondent confidentiality concerns and possible effects of those concerns on response rates and therefore data quality. The Census Bureau shares NAC's concern and is developing strategies to address it. The Integrated Partnership and Communications operation will place heavy focus on using trusted voices and targeted messaging to alleviate respondent confidentiality concerns. Our communications contractor, Team Y&R, has also made this issue one of its primary focus areas. Together, we are planning robust crisis and rapid response strategies. We regularly brief Secretary of Commerce Wilbur Ross and Karen Dunn Kelley, Under Secretary for Economic Affairs, performing the nonexclusive duties of the Deputy Secretary of Commerce, weekly on high profile 2020 Census issues, and they are active participants in this conversation.

3. **Recommendation:** The NAC recommends creating a messaging plan that be segmented for separate audiences: The general public and the "trusted messengers".

Census Bureau Response:

The Census Bureau agrees that separate messages will be important. We know the importance of "trusted voices" in reaching and motivating audiences and plans to develop messaging matrices and materials aimed directly at these influencers and the population as a whole.

4. **Recommendation:** The NAC recommends that the Census Bureau (Commerce Dept) immediately commence discussions with Department of Homeland Security about policies to be adopted related to the separation of enforcement activities from Census enumeration (e.g. suspension of immigration enforcement actions during census; not having ICE agents posing as Census Enumerators, etc.).

Census Bureau Response:

The Census Bureau, through the Department of Commerce, works closely with the Department of Homeland Security on cybersecurity protocols to ensure that all Census Bureau surveys with an online response option are protected in accordance with the current government standards. Conversations with all relevant federal enforcement agencies about separating federal enforcement actions from 2020 Census enumeration are part of our standard procedures in advance of the decennial census. We thank the NAC members for their awareness of these important issues and look forward to continuing the conversation.

5. **Recommendation:** The NAC requests a report back at the Spring 2018 NAC meeting to provide clarification of the sharing of the Title 13 with other federal agencies (Federal Cybersecurity Act – through the Einstein program). What is the trigger that allows the sharing of the Title 13 data with other agencies? How will the Census Bureau develop a simple message/statement that assures respondents that the data will not be used to harm them in any way under the Act?

Census Bureau Response:

We accept this recommendation. Title 13 of the United States Code is the federal law that authorizes and directs the Census Bureau to conduct censuses and surveys and sets forth the requirement to maintain the confidentiality of the collected data. Title 13 also governs access to these data, and it only authorizes the disclosure of confidential data when such disclosure is for the purpose of helping the Census Bureau do the work required by Title 13 (i.e., there is a Title 13 benefit), and only when the party receiving the data is sworn to maintain the confidentiality of the data.

As the Census Bureau noted in its July 7, 2017 Federal Register Notice (FRN), with the enactment and implementation of the Federal Cybersecurity Enhancement Act of 2015, census data are protected from cybersecurity risks by Einstein 3A (E3A). The Census Bureau and other federal statistical agencies updated their confidentiality pledges to inform respondents of the enhanced security.

Quoting from the July 7, 2017 FRN: “E3A does not provide DHS with access to a respondent’s personal information. E3A does not currently decrypt respondent information or scan data at rest on Census Bureau information systems. Moreover, the Act limits the use of any information collected, stating that the DHS may use information obtained through activities authorized under this section ‘only to protect information and information systems from cybersecurity risks.’ (6 U.S.C. 151(c)(3))” (page 31554). The Census Bureau accepts the NAC’s request for a report back at the Spring meeting.

For messaging, please see the Census Bureau’s reply in the next sections.

6. **Recommendation:** In order to utilize a simple message/statement that assures respondents that the data will not be used to harm them in any way, the NAC recommends the Census Bureau require the individual who examines the data under the Federal Cybersecurity Act be a Census Bureau employee or if not have Title 13 special sworn status.

Census Bureau Response:

This recommendation is not accepted. Quoting from the July 7, 2017 Federal Register Notice (FRN): “E3A does not provide DHS with access to a respondent’s personal information. E3A does not currently decrypt respondent information or scan data at rest on Census Bureau information systems. Moreover, the Act limits the use of any information collected, stating that the DHS may use information obtained through activities authorized under this section ‘only to protect information and information systems from cybersecurity risks.’ (6 U.S.C. 151(c)(3))” (page 31554).

Continuing, from the July 7, 2017 FRN, “The Act provides DHS access to network traffic transiting or traveling to or from the Census Bureau’s information systems, notwithstanding the protections previously afforded to information by other laws, such as Title 13. The Act also requires each agency to ‘apply and continue to utilize the capabilities to all information traveling between an agency information system and any information system other than an agency information system.’” (page 31554).

Also, “Census Bureau employees remain subject to the penalties contained in Title 13, including a federal prison sentence of up to five years and a fine of up to \$250,000, or both,” (ibid.). Additionally, from the FRN, “The Act limits DHS’s use of information collected pursuant to the Act to the protection of ‘information and information systems from cybersecurity risks.’ To be clear, DHS’s use of the information for any other purpose would be unlawful,” (ibid.).

7. **Recommendation:** The NAC recommends the Census Bureau develop effective tools and resources in various languages in simple language detailing how the Title 13 data will be held confidential and ways in which it cannot be used or shared to external agencies or departments.

Census Bureau Response:

Field staff will carry materials with them that describe Title 13 and the protections that it provides, such as penalties for disclosing information and how their data are protected by the Census Bureau. Field staff will read this information directly to the respondents and also hand them a leaflet, which describes this information in greater detail. These materials are being developed in English and Spanish.

Additionally, from a partnership perspective, privacy and security is important to many audiences, particularly those who fear that their information would be

shared with other government agencies (for example, those who are undocumented immigrants or are living with more than the permitted number of people in Section 8 housing). It will be important to promote the fact that census data will not be shared for such purposes, and Team Y&R plans to have such messaging available in many languages.

8. **Recommendation:** The NAC recommends that the US Census Bureau tests the use of distinctive uniforms, badges or credentials for the census enumerations.

Census Bureau Response:

For the 2020 Census, the Census Bureau has made the decision to use badges with photographs on them for the field staff, unlike the badges without photographs, which were used in the 2000 and 2010 censuses. This increased level of security in the 2020 Census will allow the public to identify staff working in the field by not only being able to see the Census ID badge, but also the employee's photograph on the badge.

9. **Recommendation:** The NAC recommends coordinating messaging with the various stakeholder organizations who are also creating communications outreach.

Census Bureau Response:

Once the messaging is developed for the 2020 Census, the Census Bureau will share it with our stakeholder organizations, so they may leverage the materials developed within their own communications outreach efforts.

10. **Recommendation:** The NAC recommends developing plans for training enumerators around specific issues of immigration.

Census Bureau Response:

The Census Bureau trains field staff to count all people where they live, strongly emphasizes reading the interview questions exactly as worded and recording the respondent's answers exactly as the respondent answers the questions, and emphasizes privacy and confidentiality of the respondent's answers. The training provides guidance to the field staff regarding what to do in the event that they are asked questions about citizenship or legal status, and the field staff manuals contain information regarding what to do if a respondent asks them questions about their legal status.

11. **Recommendation:** The NAC recommends that the Bureau set aside a specific set of funds for rapid response on the messaging of confidentiality of data.

Census Bureau Response:

The Census Bureau understands the value and importance of an effective rapid response effort. Messaging to be deployed through the campaign, including during rapid response efforts, will be based on robust research to ensure it properly resonates with targeted audiences. The importance of messaging around data and response confidentiality will be addressed as part of that research and will be employed as determined appropriate.

Section V: NAC Feedback on AIAN Survey for Coding/Classification of Tribal Identities

Restoration of survey of Tribal Lands and rural areas with non-traditional addresses

1. **Recommendation:** The NAC recommends the Census Bureau will restore the surveys of Tribal Lands and rural areas with non-traditional addresses.
2. **Recommendation:** The NAC further recommends that if funding is not available for surveys of Tribal Lands and rural areas with non-traditional addresses, that the Census Bureau use its integrated partnership program to coordinate with non-governmental and tribal entities to obtain the information necessary to obtain an accurate count of these hard-to-reach populations.

Census Bureau Response (both the above):

The Census Bureau does not administer a survey of tribal lands and rural areas with non-traditional addresses.

Tribal outreach letter for classification of Alaska Native and American Indian tribes

3. **Recommendation:** The NAC recommends that the tribal outreach letter:
 - **Recommendation:** Make clear that the self-identification of tribal members will not be requesting tribal enrollment info

Census Bureau Response:

The Census Bureau accepts this recommendation. The revised letter informs tribal leaders and their respective representatives that the Census Bureau cannot tell tribal members how to self-identify their tribal or village information. However, the Census Bureau plans to work with tribes to ensure all tribal responses are coded and classified as accurately as possible.

- **Recommendation:** The NAC recommends that the tribal outreach letter make clear that it is seeking a response from the elected tribal government regarding how the tribe is to be classified for purposes of the Census.

Census Bureau Response:

The Census Bureau accepts the recommendation. The letter was revised to read, “We respectfully request feedback from you or a designated tribal representative before March 31, 2018.”

- **Recommendation:** The NAC recommends that the tribal outreach letter provide a more concise, clearer explanation regarding the purpose of classifying Alaska Native and American Indian tribes, to include a reference to use for mandated purposes such as language determinations under Section 203 of the Voting Rights Act.

Census Bureau Response:

The Census Bureau accepts this recommendation. The following statement will be added to the tribal outreach letter: “American Indian and Alaska Native population data are required for federal and state programs and are critical for the enforcement of civil and voting rights laws. These data are also used to evaluate government programs and policies to ensure they fairly and equitably serve the needs of all racial and ethnic groups and to monitor compliance with antidiscrimination laws, regulations, and policies.”

The Census Bureau wants to ensure American Indian and Alaska Native responses to the race question are accurately coded using our classification list. This list is the primary basis for what we collect, code, and tabulate for American Indian and Alaska Native populations.

- **Recommendation:** The NAC recommends that the instructions for race and ethnicity make clear that it is requesting the tribe of origin and/or tribal affiliation(s) with which AIAN respondents identify themselves.

Census Bureau Response:

The Census Bureau accepts this recommendation. Following the Office of Management and Budget’s (OMB) current 1997 standards, the Census Bureau will use two separate questions for capturing Hispanic origin and race for both the 2018 End-to-End Census Test and the 2020 Census. All responses to the American Indian and Alaska Native category in the race question are based on self-identification.

4. **Recommendation:** The NAC recommends the Census Bureau consult with tribes on the utility of existing census products for tribes and to influence the development of new products.

Census Bureau Response:

The Census Bureau accepts the recommendation. The Census Bureau will take this under consideration for future discussions with tribes and tribal leaders as the Census Bureau seeks feedback on the American Indian and Alaska Native code lists.

Section VI: Other Recommendations

Multi part recommendation: ROAM/LRS & Rapid Response

1. **Recommendation:** ROAM/LRS be a focal point starting Jan 2018 to be made available for states, cities, local jurisdictions and community based organization. Because there are very few partnership specialists available until October 2018, having ROAM available for local communities is even more important. We cannot let an entire year pass without engaging our local jurisdictions and local partners.

Census Bureau Response:

The Census Bureau accepts and has begun implementing this recommendation. The Census Bureau released the Response Outreach Area Mapper (ROAM) to www.census.gov/roam on December 20, 2017. This current version of ROAM is sourced from the most recently available 2016 Planning Database. The 2017 Planning Database is still being produced. Additional resources to support ROAM's users are being developed and will be posted in the first quarter of 2018. These resources include a user guide, data dictionary, and list of frequently asked questions. The Census Bureau will publicize ROAM in the first quarter of 2018 after the resource materials are in place.

2. **Recommendation:** Provide appropriate resources to advance the ROAM app from beta form and roll out publicly. This would include the ability to update it as soon as the new Planning Database (PDB) is released (2016 v.).

Census Bureau Response:

The Census Bureau accepts and has begun implementing this recommendation. On December 8, 2017, the Decennial Census Program leadership group approved 2020 funding to support the ROAM application going live. ROAM will be re-released with the 2017 Planning Database as the data source within several months of the 2017 Planning Database release. Staff are currently working to produce the 2017 Planning Database.

3. **Recommendation:** Recommend that the Census Bureau combine ROAM with the Rapid Response Mapper. Having the response rate real time layered over the planning dbase map app ROAM will be of great help to local and state governments that will use this mapping app to design their real-time rapid response outreach. Please do not separate the planning map app from the real-time response map.

Census Bureau Response:

The Census Bureau is not able to commit to combining ROAM with the unnamed ongoing 2020 Census response rate mapping tool that will be released during the 2020 Census. The requirements for the unnamed ongoing 2020 Census response rate mapping tool may require different technology than that used to develop and publish ROAM—a more static, standalone application. There are different considerations for mapping near real-time data. The Census Bureau can commit to making the data source of the unnamed ongoing 2020 Census response rate mapping tool public and accessible, similar to how the ROAM Rest Services are available.

4. **Recommendation:** Recommend that the Census Bureau place ROAM/LRS application/dbase on a public server so that local governments, states, community based organizations can use ROAM/LRS as the baseline for their planning, strategy and rapid deployment efforts.

Census Bureau Response:

The Census Bureau accepts and has implemented this recommendation. The Census Bureau released ROAM and its underlying source REST Services to www.census.gov/roam on December 20, 2017. The Census Bureau will continue to release ROAM and its underlying source REST Services in this manner as newer versions of the Planning Database become available.

5. **Recommendation:** Recommend that the Census Bureau's Rapid Response mapper be published at the lowest level of geography available - for example, Census Block Group Level vs. Census Tract.

Census Bureau Response:

The Census Bureau cannot commit to publishing the ongoing 2020 Census response rate at a specific level of geography at this time. The Census Bureau is evaluating which level of geography is the most appropriate to publish the response rate data based on several factors, including data disclosure avoidance methods and usability and performance of the mapping tool. As the Census

Bureau makes this determination, we will keep in mind that the National Advisory Committee believes that lower levels of geography are better.

6. **Recommendation:** The NAC recommends the ROAM be available and functional for the territories.

Census Bureau Response:

The Census Bureau is not able to implement this recommendation fully. The Island Areas are not included in the Planning Database. The Island Areas of the United States are American Samoa, Guam, the Commonwealth of the Northern Mariana Islands, and the U.S. Virgin Islands. Operationally, the Island Areas are not enumerated with the opportunity for self-response.

The Census Bureau will include Puerto Rico in the version of ROAM published with the 2017 Planning Database. Puerto Rico is included in the Planning Database but geographies in Puerto Rico do not get a Low Response Score calculated because there was no opportunity for self-response during the 2010 Census enumeration. This is a necessity for calculating the Low Response Score. Data that exist in the Planning Database for Puerto Rico can be added into ROAM, but all of Puerto Rico's census tracts will show as "not calculated" in the Low Response Score thematic map. Clicking on a census tract in Puerto Rico would expose the other data available in the Planning Database. Puerto Rico census tracts would also be accessible in the ROAM Data Table for filtering and downloading.

7. **Recommendation:** On the ROAM/LRS application, show which census block groups/tracts are part of the 20% receiving paper Questionnaire Forms first.

Census Bureau Response:

The Census Bureau will not have a final universe of which census tracts are receiving paper questionnaire forms in the first mailing ("internet choice") until tentatively summer 2019. The final determination of this universe needs to be made with the most recent data available at that time. The Census Bureau will plan to incorporate this variable into the ROAM application when the final universe is available.

8. **Recommendation:** The NAC recommends that ROAM include a geographical field for federal tribal lands and reservations (already existing dbase), which will facilitate queries for Low Response Rates in Indian Country and allow better targeted efforts by Census and the partnership program.

Census Bureau Response:

The Census Bureau will evaluate if we can facilitate queries for geographies that are not specifically built on census tracts. Many geographies of interest are not built on census tracts. This is not unique to tribal areas. Currently, ROAM facilitates queries of Low Response Score data at the census tract level. Census tracts are unique by their “GEOID.” A GEOID is a unique identifier made up of *state FIPS code + county FIPS code + census tract code*. As such, a user can only query census tracts by those geographies—state and/or county. Currently, ROAM does not allow Data Table queries by other types of geography.

ROAM does have additional geographic area boundaries to display for reference so users can visually make the determination of whether a census tract is inside or outside of those areas (e.g., congressional district, ZIP Code Tabulation Area). The Census Bureau will add tribal area boundaries as one of these additional reference layers. However, adding this level of analysis to the data table is something that would need to be evaluated further.

Other Recommendation

9. **Recommendation:** The NAC recommends that the Census Bureau consider adding a new working group on selection, recruitment and retention of 2020 staff.

Census Bureau Response:

The Census Bureau appreciates this suggestion and will explore creating such a working group.

Section VII: Request for More Information

1. **Information Request:** Please provide more detail about the methodology/research/logic of how the 20% who will FIRST receive a questionnaire as first contact.
 - Burton mentioned that it is based on Internet Connectivity. Noting the difference between internet connectivity, internet access and internet adoption. Concerned that connectivity is not an accurate variable to base the 20% criteria on.
 - Will the 20% addresses be mapped or how will we know what areas are receiving paper forms vs. Internet Push postcards? Good planning information for our outreach efforts.
 - I know the LRS/ROAM is going to add probably the NTIA Broadband connectivity, but again, at least in CA (the CPUC collects that data for NTIA and tests it via the CalSpeed phone app), access and connectivity does not equate to adoption.

Census Bureau Response:

In the 2020 Census, the Census Bureau plans to send a paper questionnaire in the first mailing (“internet choice”) to about 20 percent of households in mail-out areas. Extensive research was undertaken to identify areas expected to have lower internet usage and thus would be more likely to benefit from an earlier paper questionnaire. These areas were identified using data from the American Community Survey, including self-response rates overall and by mode (internet or paper), demographics including age, and data from the Federal Communications Commission (FCC) on internet subscribership. The Census Bureau will continue to enhance the methodology with the most-current data available as it gets closer to 2020. These areas will be mapped, and the Census Bureau plans to release these publicly on the 2020 Census website after they are finalized, so that local governments, partners, and other stakeholders can plan accordingly. It is important to reiterate that all households will eventually receive a paper questionnaire if they have not responded after a few weeks.

If the NAC agrees, the Census Bureau would be happy to provide a more in-depth presentation on this methodology at a future meeting.

The Census Bureau is open to incorporating internet connectivity data in ROAM. The Census Bureau has been evaluating an FCC dataset that details the residential fixed connections per 1,000 households by census tract for inclusion in the next release of ROAM. The Census Bureau can make additional considerations about data to add to ROAM based on what makes sense with the rest of the methodology being researched.

2. **Information Request:** Please provide more specific guidance and definition for what GROUP QUARTERS ARE. For example - is a foster home with less than 3 or 5 beds considered group quarters, or other smaller type facilities (assisted living etc.).

Census Bureau Response:

Group quarters are places where people live or stay in a group living arrangement, which are owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving such services. People living in group quarters are usually not related to each other.

Group quarters include college residence halls, residential treatment centers, skilled-nursing facilities, group homes, military barracks, correctional facilities, and workers’ dormitories, for example.

Foster homes, where a child or children are placed in the care of foster parents, would not be considered group quarters.

Detailed descriptions of different types of living quarters are provided in the Summary File 1 documentation starting on page B-13. The document is available from the following link: <https://www.census.gov/prod/cen2010/doc/sf1.pdf>

These descriptions will be updated for the 2020 Census.

- 3. Information Request:** In consideration of HTC populations, in what way will Census consider reaching communities that experience geographic isolation or hard to reach locations without access to mass media (will there be any regional/geographic testing to include communications, etc.)? In particular, there are a number of AIAN tribal communities that are not located on any road or easy transportation system. What methodologies will Census use related to enumeration (update vs. leave) and are there changes to these methodologies from 2010? What studies has Census conducted to determine why there was an ~4.9% undercount in AIAN communities? If research does exist, has it been integrated into the Census 2020 plan?

Census Bureau Response:

The Census Bureau recognizes the need to reach geographically isolated communities. Team Y&R plans to explore the best way to reach each of these isolated communities, working closely with our multicultural partners, local influencers, highly localized media experts, Complete Count Committees, and other stakeholders. The Census Bureau anticipates that local newspaper/newsletters, community organization properties, and communications channels managed by partners will be key to reaching and engaging these geographically isolated audiences.

- 4. Information Request:** The NAC requests clarification regarding the 2019 Early Education phase in terms of the content, target and timing to allow community groups that are already undertaking these efforts (to supplement/complement).

Census Bureau Response:

The Early Education Phase is slated to run from January 2019 through December 2019 with the goal of building public trust in the Census Bureau among key audiences that may need more education about the Census Bureau, the decennial census, and why it is important that all residents participate. The Census Bureau believes an early education phase may be beneficial because of growing negative perceptions about the federal government, as well as data security, among some audiences. Additionally, the Census Bureau believes it would be helpful to start

raising awareness early because there will be competitors for the public's attention (such as a presidential primary and the Olympics).

While the feasibility of executing such an early campaign is not yet known, the Census Bureau understands that partners are eager to get started. The Census Bureau appreciates and values their help reaching all audiences, particularly those who may be hard to count. The Census Bureau has begun to develop high-level materials for partners to use to begin this process, even prior to the creation of the ultimate campaign and testing of campaign creative concepts.

5. Information Request: The NAC requests information on the following for 2010 staff:

- The Bureau's procedures to implement the requirements of the 2015 settlement agreement
- Copies of any reports made to the Court regarding compliance with the 2015 settlement agreement
- Demographic breakdown (e.g., race, ethnicity, gender, age) of the number of applicants, the number given conditional offers of employment, and the number disqualified because of their criminal history.

Census Bureau Response:

The Census Bureau is checking with its legal staff to determine what information and data from the settlement agreement can be released and will follow up with the NAC on the details of this shortly.

6. Information Request: The AIAN community is not monolithic. What is culturally appropriate for one tribe/region may not be appropriate for another tribe/region. At what point in the process will "Messengers/Partners - including NAC members" have the opportunity for input on the actual development of and testing of messaging including method of outreach, content, etc. How and when will these messengers be invited to participate?

Census Bureau Response:

The Census Bureau appreciates the willingness of the NAC members to assist in the development and testing of the messaging for the 2020 Census campaign. At this time, we are still in the research phase for the foundational information needed to develop the creative materials. When we move to the development phase, we will inform and engage the NAC and look forward to the members' participation where feasible.

7. Information Request: How are aggregate tribal groupings used by the Bureau?

Census Bureau Response:

The Census Bureau developed tribal groupings for the American Indian and Alaska Native data products from the census and the American Community Survey (ACS) in order to provide data for some American Indian tribes and Alaska Native villages at the aggregate level because many AIAN groups are very small numerically and geographically concentrated. For example, the American Indian categories shown in Summary Files 1 and 2 in the 2010 Census represent tribal groupings, which refer to the combining of individual American Indian tribes. This allowed the Census Bureau to provide summary data that may otherwise not be releasable due to small sample size.

Even the ACS 5-year estimates have limitations in terms of yielding enough sample cases to provide estimates for many very small American Indian and Alaska Native groups at low levels of geography.

8. Information Request: What "products" are developed using the aggregate groups? Specifically, were these groupings used to inform the "Top 25 Largest Tribal Groupings" infographic? This type of infographic homogenizes tribal identity in a manner that may not be particularly useful for tribes and other data users.

Census Bureau Response:

Recently, the Census Bureau released the 2011-2015 ACS American Indian and Alaska Native Tables. The purpose of the new product was to employ ACS data aggregated over a 5-year period to provide reliable estimates of detailed demographic, social, economic, and housing characteristics for selected American Indian and Alaska Native tribal groupings at different levels of geography. Historically, these types of data products were produced from the decennial census long form but available only once every 10 years. With the onset of the American Community Survey, these data became available on an annual basis. Additionally, with the ACS 5-year products, they are available for many diverse racial and ethnic communities across the United States.

The main purpose of this product is to create an ACS data product that provides data users with information that is similar to what was available in the 2006-2010 ACS 5-year American Indian and Alaska Native Tables, the Census 2000 Summary File 4, and the Census 2000 American Indian and Alaska Native Summary File.

The 2015 American Community Survey American Indian and Alaska Native Tables provide important information from 1,119 population groups including the total population, American Indian and Alaska Native Tribal groupings and specific American Indian tribes and specific Alaska native villages.

National Advisory Committee Fall 2017 Recommendations

Submitted by: Ditas Katague, NAC Chair

Date: Friday, November 3, 2017

**Additional Information on Nontraditional Housing Units
In Response to NAC Recommendation, Section III, Number Seven**

The Census Bureau defines and categorizes nontraditional housing units in one of two ways: 1) those that exist within a larger structure and 2) those that are external to any other structure. The first category includes (but is not limited to) basement and attic apartments, houses that have been subdivided into multiple apartments or living quarters, apartments above or otherwise within garages, apartments above, behind, or below shops. The second category includes trailers/mobile homes, tents, converted barns and other outbuildings, caves, and other informal structures, vehicles, or objects that typically are not used as residences. These distinctions are important for understanding the extent to which such nontraditional housing might be identifiable during in-office address canvassing, specifically imagery review, or during in-field address canvassing, or both. In addition, these categories are important for understanding the extent to which address sources, such as the U.S. Postal Service's Delivery Sequence File (DSF), local government address lists, or administrative records, might contain information about nontraditional housing. Whether such sources contain nontraditional housing depends largely on whether the housing unit was permitted by a local authority and then assigned a separate address, whether the unit is distinguished in some manner for mail delivery purposes, and whether residents of nontraditional units list a distinct and unique address when filling out forms or otherwise providing a mailing address.

Using these categories, the Census Bureau can then identify which kinds of nontraditional housing are more or less likely to be detected using in-office or in-field methods. Units within a larger structure are difficult to detect using aerial imagery in which the reviewer sees rooftops, unless there are other elements on the landscape that might provide clues to the existence of multiple units under a single roof. As a general rule, though, basement or attic apartments and houses divided into multiple living quarters are difficult to detect using imagery. Vehicles used as living quarters likewise are unlikely to be detected in imagery-based analysis as they would not differ in appearance from other vehicles. Likewise, caves and other physical landscape elements used as residences are difficult to detect using in-office methods.

In-field address canvassing is more likely than in-office methods to locate and identify nontraditional housing than in-office methods, provided there are visual clues to suggest the existence of such units and use for residential purposes. The job aid used in

address canvassing for the 2010 Census as well as in a research project conducted in 2012 listed a variety of indicators of the potential presence of hidden units, including multiple mailboxes, doorbells, electrical meters, satellite dishes, curtains in windows of a garage, external stairways leading to doors, and a larger number of cars around the structure than might reasonably be expected. Most of these visual clues are not visible in imagery but can be detected in the field. In addition, address canvassers are instructed to ask residents if there additional living quarters at the address in question, providing the opportunity (assuming residents answer truthfully) to identify hidden and nontraditional units that might not otherwise be detectable. When residents are not available or do not answer truthfully, canvassers must rely on visual clues to determine whether a hidden or nontraditional housing unit exists.

Because the Census Bureau did not specifically classify MAF units or housing units listed in the field as hidden or nontraditional, the Census Bureau does not have results from the MAF Coverage Study or the 2016 Address Canvassing Test that could be used to evaluate the effectiveness of either in-office address canvassing or in-field address canvassing to locate such housing. The Census Bureau can report, anecdotally, that canvassers in the Buncombe County, NC, site for the 2016 Address Canvassing Test located and added trailers and other outbuildings that appeared to be used for residential purposes and that, in some of these instances, in-office address canvassing did not detect the presence of nontraditional housing in the same area. Address canvassing results from the 2018 End-to-End Census Test currently are being coded and analyzed. It is too early, though, to comment on what the results might indicate relative to nontraditional housing.

While the Census Bureau does not have results to indicate the effectiveness of in-office address canvassing in identifying nontraditional housing, two research projects have been conducted related to hidden housing units. As part of the Geographic Support System Initiative, a small pilot project was conducted to focus on hidden and hard-to-capture housing units in two test sites: an urban site consisting of selected census blocks in Queens, NY, and a rural site, consisting of selected census blocks in various locations in Southern California. In each site, specific blocks were identified by external partners based on their likelihood for containing hidden housing units. The kinds of hidden units expected in the Queens site were basement, attic, and garage apartments, formerly single-family houses that had been subdivided into two or more units, and residential units located in structures also used for commercial purposes. In other words, the kinds of hidden units typically found in urban and suburban settings. The kinds of hidden units expected in the Southern California site included trailers and other external structures, farm-worker housing, and other structures that may be hidden from view from the street because of vegetation, other structures, or other landscape elements or may be located in structures that typically are not used for residential purposes (for example, a trailer on commercial property or a back room in a commercial

structure). In-field canvassing was conducted in both sites to locate hidden or hard-to-locate housing units that were not included on the list of addresses drawn from the MAF.

Results from the pilot project's field work were consistent with 2010 Census address canvassing results, suggesting that 2010 Census address canvassers were relatively successful in finding and locating units, and that the visual clues listed on the job aid provided to canvassers are sound.

More recently, Geography Division has initiated research focused on developing a typology of hidden units and attempting to quantify their prevalence under various scenarios. In addition, the research seeks to answer the following questions:

- 1) How many hidden units are there in the nation, under the following definitions?
 - a. Definition 1: Units absent from the MAF, but not hidden to a field listing operations.
 - b. Definition 2: Units present in the MAF, but hidden to a field listing operation.
 - c. Definition 3: Units absent from the MAF, self-reported by respondents to surveys (which implies that the unit was hidden from a field listing operation).
- 2) What is the effect of fieldwork?
 - a. Does it appear that fieldwork has an overall net positive or negative effect on the number of actually existing "hidden units" present in the MAF? (In other words is 1a greater or lesser than 1b above?)
 - b. To what extent does fieldwork introduce overcoverage in hidden unit type situations? (i.e. what are the downstream effects for enumeration of adding hidden unit records in situations where respondent does not recognize a separate unit)

The typology under consideration is shown in Table 1.

Table 1: A Typology of Hidden Units

Type	Do residents consider it a separate unit?	Is it on MAF/DSF/Local File?	Is it visible in Field?	Result with Field Work	Result without Field Work (In-Office Updates Only)
1	NO	NO	NO	NOT ADDED, CORRECT	NOT ADDED, CORRECT
2	NO	NO	YES	ADDED, OVERCOVERAGE	NOT ADDED, CORRECT
3	NO	YES	NO	DELETED, CORRECT	NOT DELETED, OVERCOVERAGE
4	YES	NO	NO	NOT ADDED, UNDERCOVERAGE	NOT ADDED, UNDERCOVERAGE
5	YES	NO	YES	ADDED, CORRECT	NOT ADDED, UNDERCOVERAGE
6	YES	YES	NO	DELETED, UNDERCOVERAGE	NOT DELETED, CORRECT

To answer the research questions, Geography Division staff will analyze data from the MAF Coverage Study as well as 2010 Census household level responses available via the Census Image Retrieval Application (CIRA). Staff are currently conducting analysis. The Census Bureau anticipates results will be available in early 2018.

An additional measure of the extent to which address frame development processes—in particular, in-field address canvassing—have been successful in identifying nontraditional housing are the number of “location description addresses” in the MAF. These are housing units with which location description is associated, such as “white house with red shutters,” “trailer behind house,” “apartment above garage,” or “tent in alley next to [address of house]” The MAF contains approximately 13.4 million MAF units with location descriptions. Of these, 11.5 million also have an associated “city-style” address (i.e., 123 Anywhere Street). Such units include basement, attic, or garage apartments, trailers/mobile homes on the same property as the primary, addressed residence, apartments above shops. In some instances, the city-style address applies to a housing unit that is adjacent to or near the nontraditional unit and was recorded to help locate the nontraditional unit.